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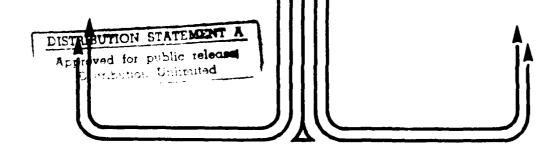
-STUDENT REPORT

LIVING WITH TWO FULL-TIME MANNING PROGRAMS IN THE AIR NATIONAL GUARD

MAJOR LEWIS F. WOLF

87-2765

"insights into tomorrow"



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REPORT NUMBER

87-2765

TITLE

LIVING WITH TWO FULL-TIME MANNING PROGRAMS

IN THE AIR NATIONAL GUARD

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Submitted to the faculty in partial fulfillment of requirements for graduation.

AIR COMMAND AND STAFF COLLEGE AIR UNIVERSITY MAXWELL AFB, AL 36112

ECURITY CLASSIFICATION OF THIS PAGE

A182312

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18. REPORT SECURITY CLASSIFICATION UNCLASSIFIED			16. RESTRICTIVE MARKINGS					
2. SECURITY CLASSIFICATI	ON AUTHORITY		3. DISTRIBUTION/AVAILABILITY OF REPORT					
				STATEMENT "				
26. DECLASSIFICATION/DOW	VNGRADING SCHEE	ULE	Approved for public release; Distribution is unlimited.					
4. PERFORMING ORGANIZAT	TION REPORT NUM	BER(S)	5. MONITORING OR	GANIZATION RE	PORT NUMBER(S)	,		
87-2765								
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11 TITLE (Include Security Classification) Living With Two Full Time Manning Programs						•		
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PREFACE _

This individual research project was accomplished as partial fulfillment of the course of study at the Air Command and Staff College (ACSC). It is also submitted to the faculty of Troy State University in Montgomery (TSUM) in partial fulfillment of the requirements for the Master of Science in Personnel Management degree.

The Air National Guard (ANG) has emperienced a major change to its full time personnel structure in this decade. 1980, virtually all such personnel were ANG members who were also federal civil service employees. This program remains in place. supplemented by the addition of a corps of ANG but it has been personnel on military active duty status, who now account for 25 The two programs are intermixed percent of the full time force. ANG, with little apparent rationale for differenthroughout the tiating the assignment of either program within the full time The author asserts that these two programs are so organization. is analogous to mixing water and combining them different that oil; they do not homogenize into one. Although both programs are designed to, and do, provide the support required to maintain the operational readiness of the ANG, they may do so at training and the expense of morale, cohesiveness, fairness, flexibility, and These problems can occur because compenmanagement simplicity. benefit plans, terms of employment, and opportunities entirely different for advancement, can be between programs.

This project describes the full time personnel system and its two component programs, and addresses the problems that this dual system can create for individuals and commanders at the organizational levels. Recommendations are then made to all levels involved, for ways to optimize the system and its effects. It is hoped that the findings will be a point of departure for further dialogue and investigation of the issues presented, and will result in continued evolution and changes in the way the system is managed and implemented.

The assistance of the project advisor Major Jerry Warren of the ACSC faculty. Mr. Dennis Gibson of the TSUM faculty, and the project sponsor Captain Thomas Madigan of the National Guard Bureau, is greatly appreciated. Also, the author wishes to thank those air commanders who consented to interviews for their time and interest in this subject.

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ABOUT THE AUTHOR

Major Wolf began his military career by enlisting in the Marine Corps in 1967, serving as an aerial observer (navigator) on transports, including C-54s. C-119s. and KC-130s. Upon release from the Marine Corps in 1970, he enlisted in the Minnesota Air National Guard and served as a loadmaster on C-97s and C-130s until his commissioning in 1974. Since that time, he has been assigned to the 133rd Civil Engineering Squadron. Minnesota Air National Guard (MNANG) at St. Paul.

Since 1975, Major Wolf has been full time with the MNANG, first as the assistant base civil engineer, then since 1977, as the base civil engineer. He was a Military Technician for eight years, then converted to Military Duty status in 1983. His personal experience as a member of both manning programs, and as a supervisor of personnel in both programs, has enabled him to see and understand firsthand the base level impacts of the qual manning system.

Major Wolf received his B.A. Architecture degree from the University of Minnesota in 1973, and is completing his M.S. in Personnel Management degree at Troy State University. He is a graduate of Air Command and Staff College. Class of 1987.

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GLOSSARY

ACRONYMS

ADTAC Air Defense component of Tactical Air Command

AFSC Air Force Specialty Code AGR Active Guard/Reserve

ANG Air National Guard

ANGSC Air National Guard Support Center

ARF Air Reserve Forces ARNG Army National Guard Annual Training AT

Basic Allowance for Quarters BAQ BAS Basic Allowance for Subsistence

CHAMPUS Civilian Health and Medical Program of the

Uniformed Services

Civil Service Retirement System **CSRS**

EA Employment Authorization

Federal Employees' Group Life Insurance Federal Employees' Retirement System FEGLI FERS

FTMD Full Time Manning Document FTS System Full Time Support System Military Duty Program MD Program

MT Program Military Technician Program

NGB National Guard Bureau

OPM Office of Personnel Management

Strategic Air Command SAC

SGLI Sevicemen's Group Life Insurance SPMD Support Personnel Manning Document SPMO Support Personnel Manning Office

TPM Technician Personnel Manual

UCMJ Uniform Code of Military Justice

UTA Unit Training Assembly Veterans' Administration Veterans' Group Life Insurance VA

VGLI

VHA Variable Housing Allowance

CONTINUED'

TERMS

Adjutant General The chief of each state's military

department in charge of the Army and Air National Guard organization of that state. Appointed by the

governor.

Air Commander The senior FTS officer in charge of

an ANG installation.

Air Reserve Forces The Air Force Reserve and Air

National Guard collectively.

Army Reserve Forces The Army Reserve and Army National

Guard collectively.

Annual Training The annual 15 day active duty tour

that is mandatory for reservists.

Base An ANG flying installation, headed

up by a group or wing headquarters,

with attached support units.

Compatibility The requirement for close similarity between the FTS personnel's

military position and full time

position.

Manyear An FTS position, either MD or MT,

which is the manning resource

against which personnel are hired.

Permanent Field Training Site One of four installations operated

by the ANG, with a mission to host

and support training exercises.

State Military Staff The ANG (and ARNG) staff attached

to the state headquarters headed

by the adjutant general.

CONTINUED

Total Force Policy

The result of the 1970 federal law that directed full integration of the reserve forces of all services into military plans and contingencies.

Traditional Guardsman

Weekender

The part-time ANG member.

The part-time ANG member.



EXECUTIVE SUMMARY

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REPORT NUMBER

87-2765

AUTHOR(S)

MAJOR LEWIS F. WOLF

TITLE

LIVING WITH TWO FULL TIME MANNING PROGRAMS IN THE AIR NATIONAL GUARD

I. <u>Purpose:</u> To recommend actions that can be taken by all levels in the Air National Guard Full Time Support (FTS) personnel structure to optimize the effects of this dual system on the organizations and personnel of the ANG.

Problem: The introduction of military active duty person-II. nel to the already-in-place civil service manning program has created a condition of inequity between members of the FTS force. The inequities include potentials for comparative differences in compensation. benefits, retirement, working conditions, promotional opportunities, as well as restrictions to job mobility for persons within the system. These inequities can be manifested by adverse affects on morale and a reduced level of loyalty and commitment to the organization by the FTS personnel. Management of the full time force suffers the inevitable fallout of these effects, and is hamstrung by some of the limitations inherent in the dual system. It can not be said which program is more favorable to the organization or the individual, that judgment varies with circumstances and subjective values. It can be said, though, that the dual system makes life a little more complex and difficult for all involved at the organizational levels of the ANG.

CONTINUED

- III. <u>Data:</u> The features of each of the personnel programs, and the rules that govern the interrelationship of the two, are the primary data utilized in this paper. Interviews of five air commanders, and the author's interpretation of the potential impacts of the dual system, are the bases for the conclusions and recommendations made within this paper.
- IV. <u>Conclusions</u>: The author has concluded that this system may be having a negative impact on the ANG and its full-time personnel. Since this conclusion is based on subjective interpretation of data and is not supported by scientific analysis, it is admittedly an arguable position. However, the author's conclusion is only a byproduct of the major purpose of this paper. Under the assumption that in any case the dual FTS system will be in place for the foreseeable future, the author has made recommendations to all levels of the FTS structure. The recommendations made herein are intended to serve the purpose of this paper as stated above.
- ٧. Recommendations: The dual FTS system will probably be an issue of contention within the ANG for as long as it exists in its present form. Recognizing this, the author has recommended that personnel at all levels of the FTS hierarchy take actions and make decisions consistent with their particular roles. These recommendations are intended to minimize adverse impacts, while concurrently striving for evolution and change to enhance system. Unfortunately, those most affected by the dual system, the individual personnel, have the least influence to control its effects. Therefore, the author's most emphatic recommendation is to the program managers at the National Guard Bureau, who are in the position to have the greatest impact on the direction of the system. That recommendation is to be sensitive to the impact of the FTS system on the organizational level, and to take actions to correct problems that adversely affect the mission and its people. It is contemplated by the author that such actions could even extend to reunifying the dual system back to one program.

Chapter One

INTRODUCTION

The Air National Guard (ANG), comprising 30 percent of the combat units and 20 percent of the manning of the U.S. Air Force (2:82), is an important, integral part of this country's defense capability. To assure that it can fulfill its responsibilities, the ANG must be manned by a quality force of full time personnel. This personnel force is essential to provide training, management, and ongoing operations in support of the ANG missions. Today, this full time manning is provided under two programs: a type of federal civil service, and a special title of Air Force active duty. The juxtaposition of these two different programs within the ANG units can create a number of personnel management problems for the base-level commander. In addition, full time ANG members are forced into a personnel system that can, under some conditions, limit their potential for earnings, security, future promotions, transfers, or upgrades, solely because of the existence of two programs. Chapter two of this paper will compare the features of each program, and chapter three will identify problem areas associated with the programs, individually and together as a system. In chapter four, recommendations will then be made to all levels of the ANG personnel structure for approaches that may be taken to minimize potential adverse impacts on the people, the commanders, and the mission. Chapter five will conclude this paper with the author's evaluation of the impact this system has had on the ANG, and with a set of recommendations for further study of the subject. To set the stage for the reader, this chapter will briefly describe the relevant aspects of the ANG and its manning structure.

THE AIR NATIONAL GUARD MANNING STRUCTURE

Total ANG manning consists of over 113,000 'guardsmen; enlisted and officer personnel who are committed to participate as "weekenders", performing their military duties on one weekend per month and 15 days of field training per year (18:3). Many members also perform other types of additional special training and duty, dependent upon the individuals' military positions and availability. All ANG members are subject to calls to state active duty by the respective governors, and to federal mobilization and integration into the Air Force by the President. About 25 percent of all guardsmen are also full time employees of the ANG, and are collectively called Full Time Support (FTS) personnel (2:83). The FTS system, which will number approximately 31,000 men and women in fiscal year (FY) 87, actually includes five classifications of personnel (8:1). Three of those classifications, with less than 10 percent of FTS personnel, are for special purposes, and will not be discussed in this paper. The remaining two classifications, called Military Technician and Military Duty, comprise the great majority of FTS personnel, and they are the subjects of this paper.

THE DUAL FULL TIME MANNING SYSTEM

The two FTS programs have other synonymous titles commonly used within the ANG community, but within this paper they will be referred to exclusively as the Military Technician (MT), and Military Duty (MD) programs. The two systems collectively will be called the dual FTS system. Chapter two will describe these programs in detail, but for purposes of immediate conversant familiarity, they are described as follows.

MILITARY TECHNICIAN (MT): An "excepted" federal civil service employee in a wage, general schedule or general manager grade. The term "excepted" is used to differentiate this program from the standard "competitive" civil service

system. The excepted program is open only to persons who are members, or are qualified to become members, of the Air National Guard in a military position compatible with the MT position. The MT's required job qualifications are determined by AFSC and other military skills, rather than by normal civil service criteria. The MT is required to remain a member of the ANG in a "compatible" military position during the entire period of employment. Compensation is based upon civil service grade, and is independent of the incumbent's military grade. MTs receive separate compensation for military participation as ANG "weekenders". MTs are commonly called "technicians". MT personnel will comprise about 75 percent of the FTS force in FY 87 (7:3-1).

MILITARY DUTY (MD): A special military active duty status, designed for the Army and Air Reserve Forces. MD personnel can serve in most of the full time positions as can the MT employees, but MDs are compensated on the basis of the military grade held, as opposed to the MT's compensation, based upon civil service grade. Eligibility, job compatibility, and ANG membership requirements are basically the same as for the MT program, except that certain age and retirement eligibility criteria make this program somewhat more restrictive (5:Ch 2). The MD program is also called "AGR" (Active Guard and Reserve), and "Full Time National Guard Duty" (16:7). MD personnel will comprise about 25% of the FTS force in FY 87 (16:4).

THE MISSION OF THE FULL TIME SUPPORT SYSTEM

The responsibilities of the FTS system are the same for either program—to provide a stable cadre of qualified, experienced personnel to provide training, continuity, and ongoing operations in support of the missions of the ANG (16:7). There are FTS positions assigned to most of the military activities

within an ANG unit. The number of FTS personnel assigned to any function, and their proportion to the weekend military force size, are dependent upon the nature of the unit's mission. For example, more than half of all aircraft maintenance military manning is made up of FTS personnel. A relatively large FTS team is needed in this function to assure adequate ongoing support for the continual flying operations. On the other hand, some military units that do not have an ongoing operational mission may be supported by only a very few FTS personnel. An example of such manning is the medical clinic, which is normally staffed with one or two medical administrative personnel and a bioenvironmental engineering technician.

THE BACKGROUND OF THE FULL TIME SUPPORT SYSTEM

As a result of the 1947 National Security Act, the ANG was born out of the already in-place Army National Guard (3:111). Until the introduction of the total force policy in 1970, the ANG had a rather minor role in the national defense effort, as compared to today's involvement (3:113). During most of this early period, FTS personnel were employees of the state or their respective ANG units. Although the National Guard Bureau (NGB) reimbursed the states for personnel costs, there was considerable variety and inconsistency in compensation packages from state to state. In 1968, the present excepted civil service technician program was initiated, and it was a major improvement over the old state systems. Nationwide, all positions were standardized, compensation was consistent from unit to unit, and people could transfer between units without losing tenure benefits (3:63).

During the 1970s the application of the total force policy resulted in bolstering the ANG with additional missions and more modern, sophisticated equipment, all requiring more FTS personnel. Civil service manpower ceilings and hiring freezes resulted in critical manning shortages, as additional personnel resources

were required to support this growth. Congress, however, was in no mood to allow further civil service growth in the face of political pressures to stop further expansion of government and to get the budget deficit under control. Congress did, however, recognize the special needs of the reserve forces for increased full time manning during this time of greater reliance on the reserve forces for national security (16:2).

The solution to this problem was the institution of a program that involved hiring some personnel on Title 32 active duty status to provide for the increased manning demands of the reserve forces. Initially, this was a test program to be evaluated after 2 years to determine whether it would be a viable option for reserve forces full time manning (17:4). At the conclusion of the test period, the Army Reserve Forces and the ANG accepted the program and proceeded to rely on it for most of their subsequent increases in full time manning. The Air Force Reserve rejected it as unsuitable for their structure, which has historically relied on competitive civil service personnel to a greater extent than have the other reserve forces (11:2).

The FTS system in the ANG is proposed to grow to 31,045 personnel in 1987, including 23.082 MTs and 7,963 MDs. Assuming these numbers are achieved, the MT program will have grown by less than 3 percent, while the overall FTS system will have grown by 31 percent since 1979; 77 percent of that increase occurring in the MD program (14:1). Although the Army reserve forces also utilize both FTS programs, this paper will not address the system as it applies to them.

DEFINITION OF THE PROBLEM

As was referred to in the first paragraph of this chapter, the two-program FTS system has the potential for creating management and career problems for ANG commanders and personnel at the

bases. The problems are at two levels; management and the individual. The problems associated with the dual FTS system are further defined at each level as follows:

Froblems to management: The commander is faced with managing two personnel programs, each with different rules, regulations, limitations, and compensation packages. The commander must deal with perceptions among many in the FTS force that there is inequity in their treatment in comparison with the rules of the opposite program. This leaves the commander in the no-win situation of dealing with dissatisfaction from both sides. Managing the distribution of the FTS assets to minimize inequity perceptions and to best meet mission needs is a management problem that does not seem to have a completely satisfactory answer.

Problems to the individual: An individual in either of the FTS programs may feel that the system is inequitable, to their personal disadvantage. In fact, there can be considerable disparities in compensation and benefits between MD and MT status for two otherwise similar cases of employment.

The real crux of the issue is that there is always the occasion to compare one program to the other in virtually any matter. In the absence of such opportunities for comparisons, many issues that now arise would not even exist.

SIGNIFICANCE OF THE PROBLEM

Throughout American commerce, industry and government, an important principle of personnel management is that of achieving equity in the way employees are managed, treated, compensated, evaluated, and disciplined (1:160-163). The military services are a special case in personnel matters, because of the unique demands of the military, and the exemption of the military to many laws regulating civilian employment. The ANG FTS system may

be considered by some to be a hybrid organization, somewhere between a civilian support system and a military readiness pro-There is probably no completely satisfactory way to neatly define the mission of the FTS system in either pure civilian or military terms. There are major contrasts between the FTS system and both the traditional civil service and the active duty programs. These contrasts will be discussed in chapter 2. The 1979 addition of the MD program to the FTS system served to further complicate the matter of defining what the system really should be -civilian or military. Some may take the position that the FTS system is working, so it should be left at that. But it is the premise of this paper that the problems associated with having the two parallel programs may continue to grow, and eventually create an environment that could affect mission effective-The problem is this: The presence of two entirely difness. ferent personnel systems that can be applied more or less interchangeably can create management, morale, economic and flexibility problems for the managers and personnel at the unit level.

RESEARCH OBJECTIVES

This paper will have three primary objectives: (1) to identify the impacts of the two FTS manning programs on the base-level units, their commanders, and the full time personnel; (2) to make recommendations to the National Guard Bureau (NGB) on some issues for their consideration to reduce or minimize potential adverse effects on ANG personnel and organizations; and (3) to recommend to ANG personnel and unit commanders, considerations for managing the program to best fulfill their needs and circumstances.

To reach these objectives, the essential attributes of both FTS programs will be presented and compared in chapter two. The impacts of the dual system on the base-level management and personnel will then be examined in chapter three. Then by applying

the FTS system criteria to actual conditions and situations encountered at the base level, conclusions will be drawn and formulated into recommendations for program changes and program management in chapter four. Interviews with air commanders and personnel managers at the National Guard Bureau have been conducted to attain a wider range of input regarding actual problems encountered, limitations and recommended approaches.

Any discussion with ANG people on the FTS manning systems is likely to bring out strong personal feelings. Polarization of opinions can occur in this issue, due to its direct effect on an individual's compensation, promotability and security. FTS members' position regarding the FTS issue could be considerably swayed by personal experiences and by perceptions of how they have been affected by either program.

Published source material on this subject is scarce, due to the recency of the dual FTS system, and its narrowness in scope and application. Therefore, much of the source materials used in this paper are unpublished documents in the form of point papers, letters, and briefings taken from the files of the National Guard Bureau office of military personnel (NGB/MP).

SUMMARY

This chapter has described the intent of this research project and has provided an overview of Air National Guard full time manning system. Chapter two will build on this background by describing the management of the system at headquarters, state, and base levels. The two FTS programs will then be discussed, described, and compared in greater detail so the reader can better understand the background of why this is an important issue to the ANG.

Chapter Two

THE FULL TIME SUPPORT SYSTEM-DESCRIPTION AND COMPARISON FTS MANAGEMENT AT HEADQUARTERS LEVEL

The FTS system is coordinated, directed, funded, and downchanneled to the states by the NGB Directorate of Personnel. The NGB and its field office, the Air National Guard Support Center (ANGSC), formulate guidance concerning the FTS system within the limitations set forth by Congress, the Office of Personnel Management (OPM), and the Air Force (20:--). FTS positions are allotted to the military departments of the states for distribution to the individual bases, in numbers dependent upon the needs of the supported missions. Positions are identified by type as either MD or MT, and cannot be converted from one type to another by the states or units (14:3). Therefore, state headquarters and installation commanders have a given number of each type of FTS position, and are given some guidance and limitations regarding how to assign them. Some guidance is voluntary and mandatory. The MD program guidance is contained in ANGR 35-03, a short and concise document which only discusses the unique aspects of the MD program as differentiated from regular active duty status. The MT program is defined by Technician Personnel Manuals (TPMs) of the 900 series.

FTS MANAGEMENT AT STATE AND BASE LEVEL

Each state has a National Guard headquarters, which has overall command and management responsibility for both the Army and Air National Guard units within that state. The state headquarters includes a Support Personnel Management Office (SPMO),

which has responsibility for managing the FTS resources of all state units (12:5).

The NGB develops a Support Personnel Manning Document (SPMD) for each installation, which lists all of the FTS positions the commander is authorized to fill, either in MD or MT status. SPMD includes position titles and authorized MT grade levels (6:6; 12:2). Authorized MD grade ranges can be determined by referring to an MT-MD grade equivalency chart (see appendix B), which limits the military grade an MD can hold, based upon the MT grade level. For example, an FTS position that is graded at the GS-12 or GM-13 level limits an MD incumbent to the grade of Lieutenant Colonel, regardless of whether that person's military position authorizes a higher grade. An MT incumbent may hold whatever military grade is authorized for the military position held, regardless of MT grade. Of course in both cases, the military and FTS positions held must be compatible; ie., closely related in nature (7:3-1). The SPMD normally identifies more positions than are supported by the Employment Authorization (EA), another document originated by NGB, which states the number and types of FTS positions that are funded for a particular installation. Some SPMD positions are required to be filled, and some are optional (5:3).

Within the guidance and limitations, the installation commander does have considerable latitude in assigning FTS positions of either type, to fill the most-needed SPMD positions. Most SPMD positions can be filled by either MT or MD personnel. Specific guidance, or preference, exists for certain other positions, and some are restricted to one or the other program. A new draft of ANGR 35-03 proposes establishment of a two-priority MD preference system, and makes other recommendations to commanders regarding how to fill future FTS openings (6:22). Priority One recommends that all rated (officer flying) positions be filled with MD resources. All FY 87 growth of the MD program, in fact, is proposed to be in this area (20:--). Priority Two

recommends that low level positions which have historically been hard to fill, or those with limited upward mobility, be filled with MD resources. The commander is also advised to strive to place entire sections under MD status, to alleviate problems created by having two personnel systems in close administrative proximity. Some positions may be filled only in MD status (6:24). These positions are referred to as Category One, and include all Permanent Field Training Site (PFTS) personnel; FTS security personnel at SAC and ADTAC installations. recruiters. The majority of FTS positions, those that may be filled by either program, are referred to as Category Two positions. There are also a few positions that may be filled only by MT personnel. One such example is that of FTS personnel on the state military staff, who may not be on MD status without a special waiver, because they are not in mobility positions. Implicit restrictions can also be created by military grade equivalency limitations. Positions whose military grades exceed comparability criteria would be unlikely to go to a person on MD status. Examples of such positions include wing commanders, and all except one wing or group deputy commander at each installation. * .

MILITARY OR CIVILIAN IN NATURE?

As postulated in chapter one, the FTS system may be described as a hybrid, having some aspects of a civilian nature, and some of a military nature. The question of its nature takes on some significance in any argument over whether either or both FTS programs are appropriate for the ANG full time manning requirements. The FTS system, minus the MD program, had been in place for 12 years, and it served the mission very well, as is supported by the excellent performance record of the ANG. However, the addition of large numbers of MD positions in the last 6 years has created a major change in the FTS system. Now with this dual system in place, which includes interchangeable

quasi-civilian and military positions, it may be worth looking at the aspects of the FTS system that raise the question of whether it should be considered as a military or civilian institution. To illustrate the basis for considering the question, following is a listing of common elements of the FTS system classified either as civilian or military in nature.

Civilian Aspects of FTS System

- FTS positions are permanent in nature. Transfers, relocations, and job changes are normally only at the initiative or desire of the incumbent. An individual may complete an entire FTS career in one duty location, even in one position.
- MTs' working conditions, compensation, benefits, security, freedoms, protections, and rights are equivalent to those of competitive civil service (7:31).
- After completing the required 15 days of annual training, voluntary agreement of MTs is required before they can be placed on military status for performing military duties, short of being ordered to mobilization by a governor or the President. The supervisor has no authority to force an MT to participate in additional military activities that require being placed on military status.

Military Aspects of FTS System

- Concurrent ANG membership in a compatible military position is required as a condition of employment (9:3).
- Military disqualification forces termination of individuals in their FTS positions (9:3).
- Wear of the military uniform is required while on duty (9:3).
- FTS personnel are required to comply with established principles of military bearing, conduct, and courtesy.

- Many aspects of FTS duties and responsibilities are purely military in nature.
- MDs can be required to participate in purely military activities such as military exercises or TDY at any time and for any duration (12:6).
- MDs' compensation, benefits, and day-to-day working conditions are similar to those of active duty (16:7).
- All personnel are "mobilizable". The military obligations of incumbents in both programs are the same (12:5).

THE FTS SYSTEM--FEATURES COMMON TO BOTH MD AND MT

Despite their considerable dissimilarities, the two full time manning systems do, in fact, have a number of common attributes in eligibility, hiring, working conditions, position descriptions, duties, responsibilities, and military obligations. Such common features are described herein.

Eligibility and Hiring

Most eligibility criteria are the same for MT and MD statuses. All personnel must be or must become ANG members qualified in the AFSC required for compatibility with the full time position. In both programs, personnel not meeting the full qualification standards may be hired on a conditional basis, contingent upon satisfactory completion of an agreed-upon training plan (12:6).

Working Conditions

Day-to-day working conditions of personnel in either program are basically the same for the most part, except in instances of overtime and military duty performance, which are handled in accordance with the respective programs (19:1).

Position Descriptions. Duties and Responsibilities

The position descriptions, duties, and responsibilities of FTS jobs are the same for either program (12:2).

Military Obligation

The requirements for participation in the monthly Unit Training Assemblies (UTAs) and Annual Training (AT) are the same for each program (19:1).

Limitations to Military Opportunities

The FTS system contains some inherent limitations for upward mobility of its personnel, as compared to the opportunities afforded to weekenders. For example, FTS personnel cannot hold any military position which is not compatible with the full time position they may hold. This automatically excludes them from eligibility for military positions that do not have full time positions associated with them. Examples of such positions include comanders of some smaller units, and most state military staff positions, which also happen to be some of the most senior positions in the ANG structure.

THE FTS SYSTEM--COMPARISONS OF MD AND MT PROGRAMS

The comparisons on the following pages show some of the features that are unique to each program. The chart is not necessarily comprehensive, but it describes the more important aspects of each program as they apply to the individual.

COMPARISON OF THE MD AND MT PROGRAMS

COMPENSATION MD
Pay and allowances based upon
military grade using same criteria as Air Force. Some allowances (BAQ, VHA, rations)
are non-taxable. No additional
pay for UTAs, AT, other additional duty (17:13).

ANNUAL LEAVE MD Accrued at 2.5 days per month, equates to 30 days per year. Leave charge is inclusive of weekends, holidays not normally worked (5:5).

SICK LEAVE MD Although there is no such status called sick leave, paid absence from duty for health reasons is authorized as certified necessary by a military physician. Absence may be charged to annual leave if uncertified (5;14; 20:--).

OTHER LEAVE MD
Absence for other purposes is flexible, generally at discretion of the supervisor, on a case-by-case basis (20:--).

Salary or wage based upon civil service grade, independent of military grade held. Non-exempt personnel receive overtime or compensatory time off for extra hours worked, exempt personnel do not. All income is taxable. Separate pay for UTAs, AT, or other additional military duty, paid by military grade criteria (17:13).

ACCTUED at rate based upon length of service, starting at 4 hours per pay period, gradually increasing to maximum 8 hours. Equates to 13-26 days per year. Only days normally worked are chargeable to leave (7:6-1).

MT SICK LEAVE Accrues at 4 hours per pay period, no maximum accrual. Unused sick leave balance may convert to years-of-service credit for calculation of retirement benefits (7:6-2).

MT OTHER LEAVE
15 days paid military leave
(all inclusive days chargeable, including weekends, holidays), court leave per applicable rules. Leave without pay
may be authorized for certain
reasons (7:6-3).

HEALTH BENEFITS MD
Health care free to MD member at military facilities, and is offered on an as-available basis to dependents, who also have CHAMPUS coverage. Civilian treatment for routine care may be authorized to MD member on a case-by-case approval basis when geographically remote from military facilities. Most elective treatment is not covered (5:17).

RETIREMENT MD Eligible for active duty military retirement program (except VA benefits not authorized) upon reaching 20 years of service. Previous reserve service or MT service do not count, but previous active duty does count, in determining retirement eligibility and pay. MD service is not creditable for longevity or retirement calculations for subsequent competitive civil service employment (5:5).

SURVIVOR BENEFITS MD Qualified beneficiary (spouse, child, others with insurable interest) receives 55 % of deceased member's retirement pay (17:15; 20:--).

Wide choice to voluntary participants and dependents under Federal Employees Health Benefits (FEHB) program. MT pays 40% of program cost, plus any amount not covered (17:16).

RETIREMENT All federal civil service or active duty military service (except previous MD service) may be creditable towards retirement eligibility. unless retirement pay is already being drawn. Full retirement benefits for MT with 25 years service at or above age 50 if military separation 'forces retirement. Reduced annuity is optional with fewer years service. MT service time is creditable for subsequent competitive civil service retirement benefits. MT's employed before '1 Jan. 84 are in old Civil Service Retirement System (CSRS), later personnel are in Federal Employees' Retirement System (FERS), each with differing rules and benefit schedules (17:15).

Qualified beneficiary (spouse, child, others with an insurable interest) receives a reduced annuity, in an amount dependent upon deceased member's status, pay level and years of service (17:15).

Automatic coverage (limited to \$50,000) under SGLI, paid by member. SGLI coverage terminates at separation or rètirement, optional 5 year continuation under VGLI after retirement (17:16).

OTHER MILITARY BENEFITS MD MD is authorized all benefits of active duty military, except no VA benefits (16:7).

SERVICE CREDITABILITY MD MD service is not creditable for subsequent Civil Service or active duty service longevity, but can be credited to reserve retirement (16:7).

UNIQUE ELIGIBILITY

REQUIREMENTS MD

Military grade must not exceed

MD-MT grade comparability criteria. Must be able to achieve
active duty retirement eligibility by governing mandatory
separation date (age or years of commissioned service)

(5:8).

UNIQUE PROGRAM LIMITATIONS MD Military promotions and eligibility for certain military positions may be limited by MD-MT grade comparability criteria. Certain FTS positions are restricted from being filled by MD personnel. Mandatory promotion above grade comparability limits require assignment to higher grade FTS position or separation within 3 years, regardless of retirement eligibility (6:24; 5:15).

Optional participation in FEGLI program. Several options of amounts are available. MT pays 2/3 of premium up to certain limits; pays entire additional premium beyond limits (17:16).

MT OTHER MILITARY BENEFITS MT is authorized only the military benefits that go with ANG membership.

MT SERVICE CREDITABILITY
MT service is creditable for subsequent competitive civil service longevity, but no credit given for subsequent MD service (20:--).

UNIQUE ELIGIBILITY

MT REQUIREMENTS

No eligibility requirements that do not apply equally to MD program (16:4).

MT UNIQUE PROGRAM LIMITATIONS Certain FTS positions are restricted from being filled by MT personnel (6:24). JOB SECURITY MD First year of service is probationary. Subsequent tours are a maximum of 3 years in length, renewal at discretion of Adjutant General. Members within 2 years of retirement eligibility will normally not be separated until eligible, unless mandatory separation date is reached (5:10).

PERFORMANCE APPRAISAL MD Enlisted personnel are annually evaluated by supervisor under criteria unique to MD program. Officers are annually evaluated by Air Force OER system by military supervisor, who may not necessarily be the MD's full time supervisor (5:5).

RESTORATION RIGHTS MD MD retains right to return to previously held MT status for 4 years, but not necessarily into the same position previously held (5:4).

UNION MEMBERSHIP MD MD is not allowed union representation.

DISCIPLINE MD
State military justice procedures apply. Ultimate appeal is to Adjutant General (15:1).

First year of employment is probationary. Subsequent security is per civil service rights, except ultimate appeal is to Adjutant General. Separation from ANG military status requires concurrent separation as an MT. regardless of any other factors (7:3-2).

MT PERFORMANCE APPRAISAL All MTs are annually appraised under technician personnel procedures as governed by Office of Personnel Management (OPM) standards. Officer military evaluation is separate from MT evaluation (7:1-2).

MT ______RESTORATION RIGHTS An MT who enters onto extended military active duty generally has rights to return to the same MT position upon completion of duty (7:3-2).

MT UNION MEMBERSHIP Non-supervisory 'MTs are allowed union representation (7:9-3).

MT DISCIPLINE Technician personnel standards of conduct apply. Ultimate appeal is to Adjutant General (7:7-1).

IS MD APPROPRIATE TO THE ANG FTS SYSTEM?

In contrast to FTS MD, active duty personnel of the regular forces are required to subordinate a great deal of their personal freedoms to the requirements of the service. Active duty personnel can be involuntarily assigned to positions, duties, and locations as deemed necessary by the service. They normally are not free to separate from their military positions at their discretion. They are subject to the UCMJ and the control of their commanders 24 hours a day, and they are subject to unlimited duty hours under any conditions, as required by the mission.

Military institutions, pay, and benefits are structured with these conditions considered. The possible hardships and unique requirements of military service are compensated for by retirement eligibility after 20 years and the variety of special benefits and compensation made available to them. If it can be said that the conditions of employment of the ANG MD member do not include the same degree of submission to the institution's needs, should the MD have the same basic compensation and benefit plan? This is just one of the many questions that should be considered in evaluating the appropriateness of the MD system for the ANG, or for any of the reserve forces.

CONCLUSION

The FTS system has evolved into a complex organization since the introduction of the MD program. At the base level, the air commander is required to bring together the two programs to develop a force that works together and accomplishes the mission. The air commander must deal face—to—face with the management, morale and administration problems associated with the dual programs. The individual FTS personnel are, of course, concerned with how this system impacts their careers. The next chapter will assess impacts the FTS system can have at base level

Chapter Three

IMPACTS OF THE DUAL FTS SYSTEM

This chapter will examine the impact the dual-FTS system has on the ANG organization. Of course, most obvious is the increased manning that the MD program has accommodated, an impact which has been very beneficial to the ANG. However, the dual system has affected the ANG and its personnel in a number of other ways, some positive and some negative. This chapter looks at how management and the individual FTS members are affected by the dual system. In this process, five air commanders were interviewed to solicit their input, and provisions governing both programs have been examined and compared to determine how the organizations and personnel are impacted by this unique system.

INTERVIEWS WITH AIR COMMANDERS

The interviews of five ANG unit air commanders were conducted to determine how they perceived the impact of the dual FTS system on their organizations. The interviewed commanders are identified in Appendix A. Each commander was asked to state his evaluation of how the addition of the MD program to the FTS system has affected his unit. Each stated that the program has created some resentment and morale problems among unit personnel. This seemed to be the most pervasive problem with the FTS system. However, none felt that the problems created by the dual system went so far as to adversely impact mission effectiveness. The most-mentioned issue was the common perception that MDs make more money than their MT counterparts. Many MTs saw it as unfair that

they were ineligible or otherwise unable to convert to the more lucrative MD program, while some others were able to do so. All commanders mentioned that the occasional instances of MD personnel making more money than their MT supervisors was especially disrupting. Two commanders mentioned that personnel in both programs tended to dwell on the perceived advantages that the other program had over theirs, to the extent that nearly everyone was unhappy with some aspect of their program.

All commanders stated that they understood the MD program to be the only way the ANG could get the additional manning it needed to support the expanding missions. For that reason, they welcomed the new program. However, they felt that it was awkward to manage two concurrent FTS programs, and all would prefer to be back to a single program, if they could retain the overall manning levels currently enjoyed. Two commanders, one an MD himself, preferred to convert all personnel to the MD program. The other three clearly stated a preference to return to an all-MT system. One of the commanders, who preferred to go to an all-MD system, felt that way because he was concerned about the trend toward erosion of compensation and benefits in the MT program.

Annual leave and compensation time were items of particular concern to all of the commanders interviewed. It was generally recognized that the MD's 30 days annual leave was really no better than leave amounts for most MTs, unless an individual "milked" the system by taking all leave in short intervals during the normul work week. Three commanders had problems in there being no provision for MDs to take partial days of leave. Three commanders also had problems with the disparity of treatment of overtime work between the two programs. Supervisors had to try to reach a reasonable middle ground so there would be some level of equity between the usually higher-paid MDs, who receive no overtime compensation, and the MTs who do receive such compensation.

MD sick leave and health care programs were issues of concern to four of the commanders. One commander experienced some problems with suspected abuse of the provision for absence from duty for health reasons. Of greater interest though, was concern about the quality of Air Force health care, and the inordinate amount of time and effort sometimes expended in getting the service through Air Force facilities. Personnel who are located far from Air Force facilities may spend a whole day, or even several days, commuting to and from an Air Force installation, for even routine medical and dental services. This may or may not be a factor for an ANG unit, depending upon its proximity to military medical facilities.

Although involving only a few positions at each base, there was also concern that factors such as grade comparability, the closing of some positions to MDs, and state grade limitations can adversely affect the career potential of some MD personnel. One such example is that MD personnel cannot be assigned to state headquarters FTS positions without special NGB authorization. Another example involves senior officer positions. Although there is nothing specifically preventing qualified MD officers from becoming deputy commanders, they cannot be promoted to the rank of colonel in positions authorized this grade, unless they hold the one GM-14 equivalent position (the air commander position) at each base. Since their MT counterparts are eligible for 0-6 promotion in these positions, it appears that in some quarters there is a significant inequity of opportunity. State grade limitations on MDs could also prevent otherwise qualified personnel from being promoted to the rank authorized by their military positions.

IMPACT OF THE DUAL FTS SYSTEM ON BASE-LEVEL MANAGEMENT

The existence of two FTS programs definitely impacts the commander's personnel management challenges. The system has created problems and opportunities, both of which the commander must manage judiciously in order to make the best of the situation. Some of the more significant factors as related to the management aspect are discussed below.

Benefits to Management

- Introduction of the MD program has facilitated the growth of the FTS system to meet mission requirements.
- Management has more flexibility in the use of MD personnel for tasks requiring purely military TDY, extended hours, or additional duty. From the management standpoint, this program can be especially suitable for positions such as those requiring more than 15 days of exclusively military duty, for example, aircrews, maintenance, and other positions with much occasion for military TDY.
- MD personnel are ineligible for union membership (13:1).
- By exercising the MD 20-year retirement option, management could minimize the problem of over-age personnel in positions that require the agility, reflexes, or physical strength of youth.

Problems to Management

The commander is faced with great challenges in managing the two very different programs in a manner that will be perceived by the personnel as reasonably equitable to both groups. Significant differences in compensation, working conditions, and benefit plans can adversely affect morale of personnel. The commander must manage the morale aspect to assure that mission effectiveness is not threatened.

- The commander has two different types of personnel resources requiring multi-dimensional management. Various restrictions, individual eligibility, and availability of the appropriate type of FTS resource, are factors that can limit the commander's latitude and discretion in selecting the best qualified individuals. Therefore, the potential exists that the quality of the workforce, and the professional growth of FTS personnel, can be adversely affected solely because of the peculiarities of the dual FTS system.
- Compliance with contemplated directives in MD fill priorities could be very difficult to maintain. Many personnel initially hired as MDs in low level positions will eventually seek promotional positions, often wanting to take their MD status with them. Eventually, the bulk of MD resources (presently only 25% of FTS manning) could migrate to the more senior positions, leaving only MT resources available for those entry-level positions.
- The contemplated directive to hire all rated personnel in MD status, and grade comparability limitations, can eventually create a dilemma in senior leadership selection. Rated FTS personnel are frequently selected for the senior command positions, because they have the day-to-day exposure and familiarity with unit functions that lend them relatively greater expertise. However, an MD would probably not be selected for a wing commander position because he would be ineligible to be promoted to the authorized 0-7 rank. Therefore, this position would probably almost always go to a weekender guardsman. Also, as previously stated, grade comparability precludes most MD personnel from eligibility for 0-6 deputy commander positions.
- To have the option of hiring personnel into an FTS position at their choice of programs, the air commander must have unoccupied MT and MD manyears available. Since manyear

resources are quite precious to the air commander, it may be an unrealistic luxury to keep both types open for the purpose of filling a single position.

- MTs attending an extended service school automatically leave their FTS position available to the home unit for temporary backfill by another individual. MDs attending a service school normally continue to occupy their FTS positions, preventing the home unit from having the option of utilizing that position during the incumbent's absence. This inequity could result in the MD having less freedom than the MT would have in attending senior service schools.

IMPACT OF THE DUAL FTS SYSTEM ON THE INDIVIDUAL

Perhaps the greatest impact of the dual FTS system is felt by the individual FTS member. This is where the differences in pay, benefits, and other matters have personal affects. At any rate, the dual system complicates life for FTS personnel, for even if they get into the right program by today's criteria, there is often no way to know which program will ultimately be right for them throughout an entire career. Pay, benefits, and new career opportunities can vary independently between the two programs. Under a normal single personnel system, there are usually plenty of issues for employee dissatisfaction and perception of inequities. By its nature, the FTS system is going to have all of the potential for those normal problems, plus a host of additional factors caused by its uniqueness as a dual system. Of course, there can also be individual benefits to being in the dual FTS system, but unfortunately, advantages of one program are often looked at by members of the other program as disadvantages to themselves. Some of the more significant impacts are listed below.

Military Duty Program

Pros

- Take home pay is generally more than that of equivalent MT positions (12:3; 10:3).
- The MD is eligible for immediate retirement benefits after completion of 20 years of active duty, regardless of age.
- In the event that MD retirement eligibility is not achieved, all MD service is creditable toward a reserve retirement, at the rate of 365 points per year (20:--).
- The MD is eligible for most of the benefits available to the active duty military member, including unlimited exchange, commissary, MWR and space-available military air travel privileges (16:7).
- The MD program can be attractive to personnel having a significant amount of active duty service, because all such service is creditable to the 20 year retirement eligibility.

Cons

- An MD loses any retirement credit for previously earned reserve retirement points or ,MT service performed before going on MD status (20:--).
- An MD is not eligible for VA benefits, including educational, post-retirement medical care or home loan (16:7).
- An MD is not eligible for union representation.
- An MD has less job security than an MT, as status is renewable at the discretion of the Adjutant General at maximum intervals of three years (5:11).
- MD service is not creditable for longevity, seniority, or retirement considerations in subsequent civil service employment or military service(16:1).

- An MD can be excluded from eligibility for certain FTS or military positions, solely by virtue of being on MD status. Therefore in some cases, MTs and weekenders enjoy relatively greater job opportunity.
- NGB-directed state MD grade limitations may prevent an otherwise eligible person from being promoted.
- An MD has no choice of health care programs. Travel to distant military facilities may be required for even routine service. Dependent coverage is generally less comprehensive than many good civilian programs.
- Annual leave is chargeable for all days MD is unavailable for duty, including weekends and holidays not normally worked (5:5). There is no provision for partial days of leave.

Military Technician Program

Pros

- An MT can receive two retirements; civil service benefits immediately upon retirement, and reserve benefits at age 60. Previous or subsequent competitive federal civil service can figure in computing retirement benefits (13:1).
- An MT may have greater job security than an MD, due to civil service protections and the indefinite nature of employment.
- AN MT receives two paychecks; one for the full time position, and one for military duty performed.
- An MT receives paid military leave for up to 15 days per year of military service, thereby receiving two paychecks during this period.

- An MT has greater flexibility and choice in health benefits.
- An MT has broader potential eligibility for promotion to senior level FTS and military positions.
- MT service is creditable for longevity, retirement, and benefits determination in subsequent competitive federal civil service employment.
- Non-supervisory MTs are eligible for union representation.

Cons

- Take home pay is generally less than that of comparable MD positions.
- The MT is normally eligible for civil service retirement benefits at age 55, but must wait until age 60 to receive military retirement benefits.
- The MT eligibility for military benefits is based upon reserve military rights, generally more restrictive than MD benefits.

SUMMARY

The dual FTS system has significantly impacted the personnel environment at base level. The dual system has resulted in some advantages and some disadvantages to the organization, the commander, and individuals. How personnel assess the overall impact of the FTS system depends on their positions in the organization and their personal experiences with the system.

The dual system has undoubtedly benefited the mission by enabling the full time manning increase needed to support the more demanding mission requirements. It does, however, have the potential of hurting mission effectiveness if morale or personnel

assignment problems arise out of it. The dual FTS system has certainly created more personnel management problems for the commander.

Many variables figure in determining the most suitable FTS program for the individual. In many, or perhaps most cases, individual personnel have little choice in determining which program is made available for their FTS position. However, even when individuals do have a choice, it can be very difficult to decide from among all the tradeoffs which program is best in the long run for their particular situation. Added to all of the variables is the unknown factor of what will happen with the two programs in the future. It is entirely possible that the more advantageous program of today may, through evolution and congressional actions, become less advantageous in the future. The next chapter will provide some recommendations to the individual, the commander, and the National Guard Bureau, regarding how they should approach the FTS system in their respective roles, to make it work as well as possible for them and for the organization.

Chapter Four

RECOMMENDATIONS FOR LIVING WITH THE DUAL FTS SYSTEM

The background, impacts, and problems associated with the dual FTS system have been discussed in the previous chapters. This chapter will make recommendations oriented toward the individual FTS member, the air commander, and the National Guard Bureau, on things to consider in relation to the FTS system within their respective roles.

RECOMMENDATIONS

Recommendations for FTS Personnel

The individual ANG member either presently in, or contemplating a career in the FTS system, is advised to look closely at all aspects of both programs as they apply to the person's particular situation. It is the NGB's intent that entering the MD program should be a career decision (5:4). Typically, however, individuals often have little choice as to which program available for their particular positions. In such cases, some of these recommendations may have little meaning if there is no choice anyway. There can, however, be occasions when the prospective employees do have control, and in these cases, the right decision made early could be very significant in affecting their futures with the ANG. Entering the wrong program could cause the individual regrets if it should prove to be career-limiting or affect long-range benefits. Since in-place conversion of a person's status from one to the other program is no longer allowable (14:3), it is important that a member do everything possible to get into the right program at the beginning. Generally, the individual can convert program status only by applying and being selected for a position that can be supported by the desired program. In assessing which is the more beneficial program, FTS personnel must place their own values on the following variable factors:

- Take-home pay must be compared. This is not quite as straightforward as it may at first appear, because of the many variable factors governing MD pay. Besides basic pay, the MD receives varying amounts of allowances depending on marital and dependent status, rank, incentives, quarters costs, and geographical location. Since allowances are not taxable, the relatively lower taxable portion of income can affect tax bracket, and therefore, total taxed amount. To further complicate the comparison, some states also have special tax rates or deductions for military income. The comparative income of MTs would include their salary or wage, plus the additional compensation received for ANG military participation (which the MD does not receive), all adjusted for tax effects.
- Retirement comparisons would involve considering age of eligibility, projected benefit amounts, and an individual's post-retirement aspirations.
- Leave, medical, and other benefits are also fairly difficult to compare objectively, because different rules govern each program.
- The possibility that the choice to go MD could limit the career potential of some (primarily officers), should be seriously considered by those who may aspire to such positions.
- Loss of credit for reserve retirement points, and loss of any MT service time for retirement credit should be care-

fully weighed by personnel contemplating converting to MD in mid-career. An MD is often "starting over" in terms of accruing retirement benefits.

Recommendations to the Air Commander

Air commanders should pay special attention to the affect the dual system is having on the mission and the personnel. The system's impact on morale is greatly dependent upon how the commander manages the FTS assets. The air commander has some latitude to make choices in assigning the resources in ways that can affect the success of the mission, as well as the careers of the organization's personnel. Unfortunately, sometimes the choices can mutually exclude these desired effects, or there may not even be a good choice. The following recommendations may help the organization function better within the environment of the dual system:

- Develop a rational plan for assignment of MD-MT assets, and insure that the plan is understood by the FTS staff, so they will know that assignments are not arbitrary or swayed by favoritism. Factors influencing an implementation plan include ANGR 35-03 guidance, adjutant general guidance, numbers of FTS personnel of each type, and factors unique to the particular organization. Within the latitude delegated to the air commander, criteria such as the nature of a particular unit's function, its size, or its geographical location could figure in determining assignment of MD or MT assets. An implementation plan should retain some flexibility to accommodate compelling individual criteria such as age, seniority, previous creditable service, and future aspirations.
- Insure that a qualified personnel expert assists all FTS personnel in fully understanding their particular personnel program.

- Keep the appropriate NGB offices advised of how the dual program impacts the unit level. Actively seek change through appropriate channels to improve the FTS system.

Recommendations to the National Guard Bureau

The National Guard Bureau has the responsibility to manage and set policy on the FTS system within certain statutory limitations. To keep the system responsive to the needs of the mission, NGB should continuously review it and seek to make changes as necessary. It is recognized that the NGB is constrained by statutes in its freedom to change the systems. However, where deemed necessary to the welfare of the ANG, congressional action should be sought to achieve a fair, equitable, and effective FTS system.

The NGB should look into the possibilities of getting back to a single FTS program. Such action would serve to reduce occasion for inequities and morale problems associated with the dual system. Undoubtedly, returning to a single program would be painful, but it may be preferable to the alternative of permanently dealing with the potential problems of a dual system.

However, recognizing that the ANG may be living with the dual system indefinitely, actions should be taken to minimize adverse impacts of the system. Problems that should be addressed include the following:

- Make MD employment time creditable for longevity and retirement benefits for subsequent civil service in the same sense that MT service and regular military duty are so creditable.
- Give credit for reserve retirement points earned by an individual prior to starting MD status.

- Seek establishment of an laternative medical benefits program that is more responsive to the needs of ANG personnel, who are often located distantly from military medical facilities.
- Establish a standard procedure to place MD personnel on school active duty status while they attend extended service schools, so the home unit can retain use of the MD asset for mission needs.
- Seek to eliminate inequities of opportunity between the two programs in the following areas:
 - -- Potential bars to promotion as result of state grade quotas for MD personnel.
 - -- Ineligibility of MDs to hold certain FTS positions.
 - -- Limitations to military rank of MD personnel governed by grade comparability, regardless of other eligibility.
- Do not implement the second of the proposed two-priority system for filling MD positions. This priority, calling for filling low-level, hard to fill positions with MDs, would be difficult to manage and sustain as the force matures, and may perpetuate the problem of some subordinates being paid more than their supervisors.

SUMMARY

All parties associated with the FTS system can take some actions to make the best of it. The system's greatest impact is at the lowest level, where its effects are felt personally. But the top level, the National Guard Bureau, is the organization that is in the most influential position to get needed changes made. Therefore, it is essential that quality input regarding

the FTS system be upchanneled from individual, unit and state levels, to the approriate ANG offices.

The recommendations made herein could, if implemented, help resolve some of the issues created by the duality of the FTS system. However, as long as there are two programs, there will remain some cause for problems, discontent, and inequity. Long-term acceptance of the dual system may be necessary. Therefore, all parties should work together to make it function as well as possible. The next chapter will conclude this paper with an evaluation and recommendations for future research.

Chapter Five

EVALUATION. RECOMMENDATIONS. CONCLUSION

This paper has addressed a very unique personnel system that is peculiar to the National Guard and Army Reserve. It has attempted to define, describe, and analyze the system to study how the addition of the MD program impacts the organization and its people. Chapter four has made some recommendations to FTS personnel, air commanders, and the FTS program managers regarding how they can best live with, or seek change to, the dual system in the ANG. This chapter will conclude the paper by evaluating the FTS system in light of the findings, and will make recommendations for future research in this area

EVALUATION OF THE DUAL FTS SYSTEM

This paper has established that there are many pros and cons to the addition of the MD program to the FTS system. An individual's evaluation of the system will depend upon how it personally affects him or her. Of course, there are many MDs who would unquestionably benefit from the dual system if their particular circumstances enable them to enjoy the often-substantial advantages, while not exposing them to the potential limitations of Likewise, there are some MTs who would personally the program. derive an advantage, if only by virtue of having less competition for promotion to some of the FTS positions for which MDs are ineligible or rank-limited. However, for the majority of incumbent or prospective FTS personnel, the dual system is a mixed bag. It is a system that will inevitably result in some combination of actual or perceived advantages or disadvantages, limitations or opportunities. How this state affects the overall

morale, productivity, quality and loyalty of the FTS force is the important question.

It is the author's opinion that the overall impact of the dual FTS system on the ANG and its full time personnel is negative. The reduction in mobility between positions within the FTS system, the compensation and benefit inequities, the various limitations, and the resultant potential for lowered morale among FTS personnel are factors that cannot be ignored. Even before the advent of the MD program, FTS personnel seeking advancement were in some cases, more restricted than their "weekender" peers. Opportunities for military advancement and flexibility to seek other military positions were dependent upon compatibility. introduction of the MD system can serve to even further restrict the flexibility of some FTS personnel (particularly MDs) from pursuing career-enhancing position changes. Comparisons of the vastly different compensation and benefit packages can be enough an issue to cause displeasure among personnel in both Finally, and perhaps most significantly, if all of these factors add up to losses of morale, productivity, and quality of work, the entire ANG institution loses. If the ANG is to continue to maintain its excellent performance record as an efficient and effective organization, it must take all measures necessary to insure that the FTS system is not hobbled by the possibly adverse effects of its duality.

RECOMMENDATIONS FOR FUTURE RESEARCH

A phenomenon beginning to occur in the private sector of the economy, the two-tier wage system, is an interesting comparison that may have some parallels to the dual FTS system. The two-tier wage concept has been negotiated in collective bargaining in some industries where there has been great pressure to cut high wages. Under this program, incumbent employees usually maintain status quo wages and benefits, while new employees receive considerably less compensation (4:92). Although the two-tier and

dual FTS systems are very different in most aspects, they do have the common attribute that peers working side-by-side may be under very different compensation plans.

A recent study of the two-tier wage system showed that management and the lower-tier employees viewed the system's effects on the organization very differently. The vast majority of these employees were of the opinion that the system would have negative results, while only a small percentage of their managers agreed. Employees and management, respectively, responded "yes" in the percentages indicated, to the questions of whether the two-tier system would result in: creating management problems (93% vs 26%), friction among workers (79% vs 7%), reduced product quality (88% vs 7%), and reduced productivity (85% vs 7%). Reduced loyalty to the company was also cited as a likely outcome of the system (4:96).

Again, recognizing that the two-tier and FTS systems are not totally comparable, the common thread of inequity in compensation among peers does tempt a comparison. The above-referenced survey shows a vast difference in perceptions of the effects of the system between the employees and management. The question may be asked whether the FTS system is perceived differently by its managers at the NGB, and by its personnel at base level. If there is any such difference in perceptions within the ANG community, and if there are in fact morale problems, it should be known so corrective actions can be taken.

The author recommends that the National Guard Bureau should undertake a scientific survey to determine the extent of impact of the dual FTS system on the base-level units and personnel of the ANG. A properly designed and conducted survey could serve to provide the data necessary to make sound decisions to guide the future evolution of the FTS system.

The preceding recommendation for a comprehensive scientific survey of the FTS system is contemplated as beyond the scope of an Air University research project, but there are other related matters that may be appropriate for such study. One possibility for an Air University research project would be to design the framework for the recommended scientific survey.

Other narrower-scope surveys could be undertaken to study limited facets of the dual FTS system. Future research subjects could come from the following suggestions:

- Study the long-range impact of the contemplated directive to hire all new flying-status FTS personnel under the MD program.
- Study the long-range impact of the contemplated directive to hire hard-to-fill, low grade positions under the MD program.
- Study other options for a system of assigning MD assets in a manner that would minimize the possibly adverse impacts of intermixing them with MT positions.
- Study the appropriateness of the active duty-based MD system for the ANG.
- Study possible alternatives to the present dual FTS system for the ANG.
- Study how the dual FTS system has impacted the air commander's management of the full time personnel force.
- Develop a handbook for prospective FTS personnel, fully explaining the two programs, including a decision matrix to assist the individual in determining the best program for his or her circumstances.

CONCLUSION

The addition of the MD program is how the ANG has facilitated the full time manning increase required to support the expanded and more complex missions assigned to it in the 1980s. This dual system has profoundly impacted the ANG's full time personnel structure; most certainly from the standpoint of the individual member who is personally affected by the system. question of whether the ANG should have ever gotten into the system is probably moot. However, at this point, the ANG should stand back and look at the system's effects on all aspects of the organization, and plot a course of action that will best serve the ANG's needs on a long range basis. The important questions now are simple and obvious: Is the dual system good for the ANG. its missions, and its people? What should be done to make the FTS system responsive to their needs? The answers may not be so simple, but it would be in the best interest of the ANG to address these questions and seek to make changes as necessary to resolve any of the important problem areas.

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APPENDICES

APPENDIX A

Interviews with five ANG air commanders.

Col. Kieth F. Illies Air Commander, Vice Commander 133 Tactical Airlift Wing St. Paul. MN

Col. Bobby J. Ockerhausen Air Commander, Vice Commander 108 Tactical Fighter Wing McGuire AFB NJ

Col. Scott Mikkelson Air Commander, Vice Commander 116 Tactical Fighter Wing Dobbins AFB, GA

Col. Ted D. Tyus Air Commander, Group Commander 187 Tactical Fighter Group Montgomery, AL

BGEN Cecil Greene Air Commander, Wing Commander 117 Tactical Reconnaissance Wing Birmingham, AL

APPENDIX B

ANGR 35-03, Attachment 1

MILITARY DUTY/MILITARY TECHNICIAN GRADE COMPARABILITY

The following grade comparison table determines the maximum military duty grade authorized for each position on the Support Personnel Manning Documents (SPMDs). All exceptions must be approved by NGB/MP.

Maximum MD Grade			Comparable MT Grade		
Pay	Mil	General	Wage	Wage	Wage
<u>Grd</u>	Rank	Sched/mgr	Supv	<u>Ldr</u>	<u>Grd</u>
0-6	Colonel	14,15			
0~5	Lieutenant Colonel	12,13			
0-4	Major	10,11		`	
0-3	Captain	9,10		ø. <u></u>	
E-9	Chief Master Sergeant	9,10	7-14	11-13	14
E-8	Senior Master Sergeant	8	4-6	10	13
E-7	Master Sergeant	7	1-3	8,9	11,12
E-6	Technical Sergeant	6		1-7	9,10
E-5	Staff Sergeant	1-5			1-8

NOTE: Positions which may be held by either enlisted members or officers ("swing" positions) equate to E-9 or O-3. Some WS 12-14 "swing" positions may equate to O-4 if filled by officers. This exception must have prior approval on a case-by-case basis by NGB/MP.